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Strategic framework for UNFPA global and regional interventions, 2014-2017

Summary

The present document on the strategic framework for UNFPA global and regional interventions, 2014-2017, responds to Executive Board decision 2013/31. The strategic framework presents the accountability mechanism, governance structure and strategic vision for UNFPA global and regional interventions, 2014-2017. It also outlines the linkages with the integrated results framework of the UNFPA strategic plan, 2014-2017, and includes projected resources by outcome, disaggregated at the global and regional levels. To comply with word count limitations for official Executive Board documents, the following information is provided in an addendum to the present document (DP/FPA/2014/8/Add.1): (a) results and resources framework for UNFPA global interventions, 2014-2017; and (b) results and resources framework for UNFPA regional interventions, 2014-2017.

Elements of a decision

Elements of a decision are contained in section III of the document.

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I. Background

1. In its decision 2013/31, taken at the second regular session 2013, the Executive Board approved a new strategic plan to guide the work of the organization during 2014-2017. In that same decision, the Board recognized the key role of global and regional interventions in the achievement of results expected from UNFPA.[1] The Board also took note of the approach for financing global and regional interventions presented in the strategic plan, 2014-2017, and the conference room paper (DP/FPA/2013/CRP.1),[2] and approved the resources for financing the global and regional interventions, 2014-2017.[3]

2. In addition, the Executive Board requested UNFPA "to submit [to the Executive Board] for discussion at the first regular session of 2014 and for approval at the annual session of 2014 a strategic framework for global and regional interventions for the period 2014-2017, which is based on the organization-wide integrated results framework and includes projected resources per outcome disaggregated at global and regional levels".[4] This paper responds to that request, highlighting the fundamental changes that UNFPA has introduced to the previous global and regional programme, 2008-2013, and presents the key features of the new global and regional interventions, 2014-2017, focusing on the paradigm shift that this represents.

3. The design of the global and regional interventions, 2014-2017, as the successor to the global and regional programme, was informed by: (a) lessons learned throughout the global and regional programme experience, including management improvements introduced during the life cycle of the programme; and (b) findings of the global and regional programme performance audit.[5]

4. Management seized the opportunity of the midterm review of UNFPA strategic plan, 2008-2013, (DP/FPA/2011/11) to introduce a number of improvements.[6] They

[1] See Executive Board decision 2013/31, paragraph 16: "Recognizes the role of global and regional interventions in the achievement of the outcomes of the strategic plan and notes the approach for financing global and regional interventions as detailed in annex 4 to the strategic plan and DP/FPA/2013/CRP.1".

[2] The purpose of the conference room paper (DP/FPA/2013/CRP.1) was to clarify and elaborate on questions and issues regarding global and regional interventions, particularly its purpose, planned activities for 2014-2017 and linkages to the strategic plan, 2014-2017, integrated results framework. It also includes: (a) an estimation of the resources required; (b) governance arrangements, including monitoring and reporting and the role of the Executive Board; and (c) an explanation of how the changes introduced in the global and regional interventions are consistent with the unified funding architecture agenda.

[3] See Executive Board decision 2013/31, paragraph 17: "Authorizes $275 million of the projected regular resources, as a ceiling for global and regional interventions in the 2014-2017 period, which cannot be exceeded without the approval of the Executive Board".

[4] Executive Board decision 2013/31, paragraph 18.

[5] The performance audit of the global and regional programme, 2008-2011, released 8 February 2013, is available on the UNFPA public website: UNFPA global and regional programme audit report. It should be noted that this performance audit covered only the original period of the global and regional programme, 2008-2011, and did not review the changes introduced since 2011 or through the midterm review that were designed to address some of the critical issues highlighted in that audit.

[6] The performance audit of the global and regional programme, 2008-2011, paragraph 9, states that "Since October 2011, and independent of this audit, UNFPA has commenced the implementation of a number of initiatives intended to address observations included in this report. However, due to the period covered by the audit and the timing of audit fieldwork, it was not possible to consider these initiatives, and the resulting changes and improvements to the GRP [global and regional programme], at the time of preparation of this report".

included the introduction of a more rigorous review of the global and regional programme action plans, 2012-2013, that addressed issues such as: (a) results orientation and alignment of the global and regional programme action plans to the strategic plan priorities; and (b) consistency with the field-focus vision at the heart of UNFPA regionalization.

5. The findings of the global and regional programme performance audit, in combination with the reforms envisioned with the unified funding arrangements, launched as part of the analytical work of the strategic plan, 2014-2017, further energized management's resolve to fully revamp the global and regional programme. With the direct engagement of the Board, the work to design the programme that became the global and regional interventions also progressed as part of the extensive consultations undertaken in preparation for the new strategic plan, 2014-2017.

6. Building on Executive Board decisions from September 2013, and in compliance with its request, UNFPA submitted a proposal for the strategic framework for UNFPA global and regional interventions, 2014-2017, for discussion at the first regular session 2014 in document DP/FPA/2014/CRP.1. UNFPA organized several informal consultations with Board members to discuss the proposal, including, but not limited to, two informal consultations in January and March 2014. The Board also requested, received and reviewed the details of activities funded by the global and regional programme, 2008-2011. This document, therefore, benefits from these consultations with Member States, including written comments received from members of the Executive Board.

7. Overall, this document presents: (a) the purpose and strategic vision of the new global and regional interventions as a revamped mechanism; (b) describes the development and review of its associated action plans; (c) explains principles and parameters of resource allocation for the global and regional interventions, highlighting progress in costs realignment; (d) conveys the content of the planned interventions; (e) provides information on implementation of the global and regional interventions, including monitoring and reporting, tracking of expenditure and adjustment of funding, and evaluation; and (f) concludes with the addendum (DP/FPA/2014/8/Add.1) presenting two separate results and resources frameworks, respectively, for the global interventions and for the regional interventions, both of which are consistent with the integrated results framework of the strategic plan, 2014-2017.

II. Purpose, vision and governance

8. As indicated earlier, the strategic framework for UNFPA global and regional interventions, 2014-2017, is a major departure from the global and regional programme, 2008-2013 in many respects – from governance to reporting, including: (a) design; (b) implementation; and (c) monitoring.

A. Purpose

9. The global and regional interventions catalyse and complement in-country interventions, and are essential for cohesion across programmes at different levels. In particular, these interventions help to: (a) promote international norms and standards; (b) provide state-of-the-art policy advice and technical advisory services to governments and intergovernmental processes; (c) ensure integrated, innovative, and often cross-regional programming solutions, including for humanitarian situations and other matters that transcend national boundaries; and (d) foster cost-effectiveness in programmatic support.

10. The global and regional interventions are comprised of actions that advance the stipulations of the UNFPA strategic plan, 2014-2017, and other commitments to the Board.

11. Global interventions support and supplement those at the regional level, as inherent parts of the overall programming agenda for impact. For example, both levels of interventions include advocacy and support to country offices, while each plays different roles, involves different actors, and forges partnerships with different organizations.

12. Global interventions typically include: (a) global advocacy; (b) intergovernmental policy dialogue; (c) global partner relation management; (d) complementary field support; and, through a variety of means, (e) state-of-the-art knowledge generation, promotion and utilization. For example, while UNFPA regional offices serve as the first line of assistance to country offices, highly specialized support is provided from the global level. With regard to capacity development, global interventions usually work through regional offices but may be directed to country offices on an exceptional basis. Headquarters also provides direct support to regional offices in critical areas. This is the case, for instance, in areas where UNFPA, because of its size, cannot afford to have a dedicated capacity for each regional office, or if a function will deliver superior value if handled from the centre level, rather than at each decentralized level of the organization.

13. Regional interventions, on the other hand, usually include: (a) advocacy and policy dialogue with regional and subregional entities and in multi-country settings; (b) provision of technical, operational and programmatic support to country offices/programmes, including brokering national, regional and interregional resources or providing support directly; and (c) capacity-building and knowledge-sharing.

14. Interventions at the global and regional levels, therefore, have different but complementary roles. This complementarity promotes innovation and pioneering initiatives in the implementation of the UNFPA strategic plan, 2014-2017, such as advances in eHealth and mHealth[7] or the use of a "total market approach" in implementing the UNFPA family planning strategy known as "choices not chance".

[7] The spread of electronic communication, such as mobile phones, has spawned new fields of research and development prefaced by an 'e' or 'm', such as eHealth and mHealth. E- and m-systems enable: (a) enumeration of populations; (b) registration of pregnancies, births and deaths; (c) scheduling of maternal health-related visits; and (d) provision of rudimentary health records. These systems also allow workers to access peer and supervisor guidance, as needed.

B. Vision

15. Under the UNFPA strategic plan, 2014-2017, the same vision and focus that drive country programmes also drive the global and regional interventions, positioning them as a source of, and a prerequisite for, coherence in programming overall. As such, the vision and strategic focus of the global and regional interventions are inseparable from the stipulations of the strategic plan, 2014-2017, which places sexual and reproductive health and reproductive rights at the centre of UNFPA work.

16. Global and regional level interventions are crucial for the effective and efficient delivery of the strategic plan, which is possible only under strong global and regional leadership. The strategic framework for the global and regional interventions, funded from regular resources, provides a picture of these global and regional level interventions in more granular detail and specifies their alignment with the integrated results framework – a different approach from that used in the global and regional programme, in which linkages to the strategic plan were less clear. The global and regional interventions aim to achieve the development results of the strategic plan, 2014-2017, using the same results architecture and theories of change, but applying them to specific global and regional interventions. Results-based management and alignment with the evidence and lessons learned from the previous global and regional programme are the explicit conditions for approval of interventions under this mechanism.

17. While strategic in pursuing outcomes consistent with the overall direction of UNFPA, the global and regional interventions also contextualize the means of achieving these outcomes. They prioritize the programmatic strategies that are most appropriate in particular contexts, as stipulated by the new business model, and represent value for money, as a result of the economies of scope and scale.

18. In a nutshell, the global and regional interventions are part and parcel of the new UNFPA strategic plan, 2014-2017. These interventions are not additional to but are an integral part of the integrated results framework, and they are presented in a manner that conveys a robust convergence across the various levels of interventions towards the unified integrated results framework.

19. Whereas the United Nations Development Assistance Framework process guides the formulation of UNFPA country programmes, the global and regional interventions mechanism directs strategic partnerships with global and regional entities in order to safeguard the International Conference on Population and Development (ICPD) agenda globally. For example, consultations on migration, including on addressing gender-based violence against migrant women, require negotiations and partnerships with a host of development actors ranging from ministries of migration to government agencies focused on women or gender, from regional organizations, such as the African Union and Mercosur, to global actors such as the International Organization for Migration. Such cross-border, more-than-one-country-alone consultations are enabled through the global and regional interventions.

C. Governance

20. UNFPA leadership is committed to fundamentally improving UNFPA global and regional engagement. While some strategic interventions from the global and regional programme are included in the global and regional interventions, reflecting strategic plan, 2014-2017, priorities, global and regional interventions benefit from the: (a) allocation of clearer roles and responsibilities; (b) stronger linkages to the integrated results framework; (c) robust review of associated action plans following specified principles, parameters and criteria; (d) more regular, structured and systematic monitoring and reporting; (e) greater transparency; and (f) strengthened quality assurance, oversight and accountability.

21. Unlike its predecessor, the global and regional interventions are expressly designed to be a dynamic mechanism, with regular review and systematic reporting on progress to enable adjustments that reflect changes in the development landscape. They also provide more clarity on the role of key actors across a range of matters, from the development of proposals by business units to reporting on annual progress by the Executive Director to the Executive Board, which in turn, establishes the ceiling for the global and regional interventions. This system includes clear roles for the UNFPA Executive Committee and the Programme Review Committee with regard to the review of proposals, approval of funding levels and regular monitoring. The robust governance system of the global and regional interventions means that the UNFPA Executive Director is ultimately and directly accountable for approval of the plans and results of the global and regional interventions, and the Executive Committee, led by the Executive Director, is explicitly designated as the definitive decision-making body. The Executive Committee makes decisions on resources, which cannot be allocated to global and regional interventions without a review of the proposal by the Programme Review Committee.

22. The new global and regional interventions are operationalized through four-year action plans prepared by the relevant UNFPA organizational units. Guided by the strategic plan, 2014-2017, each action plan – at both global and regional levels – links to the organization-wide integrated results framework. Each action plan has output indicators, baselines and annual targets; describes activities to be undertaken; identifies implementing partners and required resources and their results; and links resource frameworks to their respective financial allocations. These in turn will contribute, directly or indirectly, to improving country-level indicators.

D. Selection of interventions and quality assurance

23. UNFPA undertook an in-depth review of proposed action plans for the global and regional interventions, 2014-2017, under the same Programme Review Committee mechanism, and with the same criteria as those used for review of country programme documents. The Fund established the Programme Review Committee as a quality assurance mechanism in the wake of the midterm review of the strategic plan, 2008-2013, in order to enhance the quality of UNFPA programming by leveraging the collective intelligence of the organization to promote consistency, transparency and objectivity in the selection of interventions at country level and under the leadership and guidance of the entire Executive Committee.

24. UNFPA attaches great importance to the perspectives of colleagues working at the country level (on the front lines) and is enhancing efforts to reward good performance and promote excellence. For example, the membership of the Programme Review Committee includes not only members of the Executive Committee, but also three additional members drawn from country offices that have prepared the best country programme documents submitted to the Executive Board at the annual session of the previous year. UNFPA first adopted this approach, which led to tangible improvements, when developing the global and regional programme, 2012-2013. By expanding the domain of the Programme Review Committee to include the global and regional interventions, management is further promoting the harmonization of programming instruments and advancing its work to "un-silo" the organization, including its efforts to speak with "one voice" and its commitment to generating efficiency gains.

25. Two peer reviewers, drawn randomly from a roster of UNFPA staff from all regional, sub-regional and headquarters units, scrutinized each action plan for the global and regional interventions. The reviewers assessed the programmatic and financial aspects of each proposal, based on an annotated format and guidelines for review, which were specifically designed to ensure a systematic, impartial rating of submissions. To protect the integrity of the process, no reviewer was involved in the assessment of a submission emanating from his or her own unit. The Programme Review Committee secretariat, hosted by the Programme Division, ensured that the identity of these individuals remained confidential during the entire process.

26. The Programme Review Committee assessment criteria includes the following:

Review dimensions	Criteria
Strategic alignment	• Alignment with the UNFPA strategic direction • Prioritization of and focus on priority outputs • Adherence to human rights-based approaches • Linkages with/contribution to the integrated results framework
Results-based management	• Clear contributions/linkages between outputs and outcomes • Precise and measurable output indicators with baselines and targets
Using evidence and lessons learned	• Justification based on evidence of gaps and needs • Attention to lessons learned from past performance of the global and regional programme • Monitoring mechanisms defined
Financial resources/budget	• Adequacy of resources for results • Cost reasonableness • Value for money

27. Each of the fifteen action plans for the global and regional interventions reviewed was rated against these criteria on a scale from "very good" to "very poor". These ratings, together with specific comments from the reviewers, were the basis for further revisions of the proposals. In turn, there was further review to ensure strong alignment of costs with appropriate cost categories.

28. This systematic application of the Programme Review Committee review criteria was instrumental in addressing major shortcomings identified under the global and

regional programme, particularly those identified for the period 2008-2011. These shortcomings included: (a) weak linkages between action plans of the global and regional programme and the strategic plan; (b) poor quality indicators; and (c) the absence of or delay in establishing baselines and setting targets. The global and regional interventions now provide the detailed information necessary to measure progress and demonstrate the results of planned interventions. This will strengthen accountability and support ongoing efforts to improve the quality of evaluation at UNFPA.

29. All materials related to the actions plans of the global and regional interventions are available to the Executive Board and the general public.

E. Resource allocation

Principles, parameters and criteria

30. From a number of perspectives, the allocation mechanism for the global and regional programme was not rigorous and, at times, adjustments made to its allocated resources were problematic, as highlighted in the performance audit of the global and regional programme. The allocation mechanism for global and regional interventions, however, benefits from the quality assurance role of the Programme Review Committee, decision-making and oversight by the Executive Committee, direct accountability to the Executive Director and a more robust monitoring and reporting system to the Executive Board. Management is therefore confident that it has secured a stronger demonstrable alignment to the strategic plan, supported by a robust distribution of resources, creating a transparent spending pattern for the period 2014-2017. The global and regional interventions mechanism is also shaped by the new UNFPA business model, making the overall programming agenda more integrated and more systematic than it was under the global and regional programme. In addition, UNFPA will be able to avoid unplanned spending or inconsistencies between the approved spending pattern and the organization's field focus, or less-than-robust adjustments in resources, with the more stringent mechanism in place.

31. The robust resource allocation system for global and regional interventions is driven by clearer principles, parameters and criteria than that of the global and regional programme. These include: (a) compliance with the funding parameters agreed upon with the Executive Board; (b) coherence with and specific contributions to the outputs/results of the strategic plan, 2014-2017; (c) transparent decision-making criteria and processes, assured by the Programme Review Committee; d) robust, independent peer review as part of the Programme Review Committee quality assurance mechanism; and (e) well-defined institutional roles and responsibilities. The global and regional interventions also mark a major step towards achieving the unified funding system proposed in the strategic plan, 2014-2017.

32. UNFPA based initial allocations to the regional interventions on a weighting factor[8] that took into account the priorities and needs of each region, based on the

[8] See annex 4 (funding arrangements) to the UNFPA strategic plan, 2014-2017, page 7, paragraph 22.

type of work that will be undertaken to address them, in line with the business model, including the need for support to countries. Initial allocations for global interventions were based on needs and opportunities to contribute to the outcomes identified in the integrated results framework.

33. UNFPA submitted the initial funding requests for the global and regional interventions as part of its integrated budget process and elaborated on them in the action plans. Under the global and regional programme, by contrast, these processes ran in parallel and were "silo-ed" – separated from each other. Based on peer review of the action plans, which incorporated a financial or budgetary dimension, and in light of ensuing ratings and recommendations, the Programme Review Committee and the Executive Committee made their final decisions on funding allocations, within an envelope of total available resources derived from income projections (outlined in the integrated budget estimates, 2014-2017).

34. Management introduced safeguards, through its decision-making, to ensure full compliance both with: (a) Executive Board decision 2013/31 to authorize $275 million of UNFPA projected regular resources as the ceiling for global and regional interventions for 2014-2017; and (b) the agreed 40-60 per cent split between global interventions and regional interventions, respectively. On this basis, UNFPA developed a four-year allocation plan, providing clear distribution of funds over the full period of the strategic plan, 2014-2017.

35. To ensure the flexibility to respond to the changing development landscape, and depending on resources available within the envelope approved by the Board, UNFPA will make adjustments to allocations for global and regional interventions annually. The organization will conduct a more thorough review, with additional adjustments if indicated, during the midterm review of the strategic plan, 2014-2017, following as rigorous a process as was followed for the initial allocation.

Cost alignment

36. The global and regional interventions mechanism, 2014-2017, represents real progress in the alignment of costs for global and regional interventions with the UNFPA institutional budget and thematic trust funds. Although the distinction between "management" and "programmatic" functions is often blurry, the use of cost classification has helped to achieve greater clarity by grouping certain functions together. Starting with the 2012-2013 budget process, UNFPA has progressively reviewed the types of functions and activities funded under the global and regional programme, and has realigned them in the global and regional interventions to match their appropriate cost-classification, thereby addressing de facto the hybrid nature of the global and regional programme.

37. As an initial step toward achieving this, all units submitted a holistic set of requirements, including their institutional budget and requirements for the global and regional interventions, as part of the integrated budget process. Subsequently, UNFPA conducted a review to realign and transfer to the institutional budget, and vice versa, where necessary, those costs that better fit the "management" or "development

effectiveness" cost categories. Major shifts introduced by the global and regional interventions, as compared to the global and regional programme, include, for example: (a) the shifting of functions, such as those of policy advisers, into "development effectiveness"; and (b) the move of posts related to "resource mobilization" to "management". Likewise, UNFPA shifted a number of costs more appropriate to the "programme" category from the "development effectiveness" category, primarily those related to technical advisors.

Table 1. Allocation for global and regional interventions, 2014-2017, by outcomes and operational effectiveness and efficiency outputs in the strategic plan, 2014-2017

(*indicative*)

Global	2014	2015	2016	2017	Total (millions of dollars)
Outcome 1	4.2	4.5	4.9	5.0	18.5
Outcome 2	1.5	1.6	1.6	1.6	6.2
Outcome 3	4.5	4.4	4.1	4.2	17.2
Outcome 4	7.2	6.3	4.7	4.2	22.4
OEE 1	4.7	4.6	4.7	4.8	18.9*
OEE 2	-	-	-	-	0.0
OEE 3	7.0	7.1	6.5	6.3	26.9
Subtotal					110
Regional	**2014**	**2015**	**2016**	**2017**	**Total (millions of dollars)**
Outcome 1	14.8	16.9	17.3	17.2	66.1
Outcome 2	5.8	6.4	6.3	6.3	24.9
Outcome 3	4.1	4.7	4.8	4.7	18.3
Outcome 4	13.9	10.4	10.0	10.1	44.4
OEE 1	0.5	0.7	0.7	0.7	2.6*
OEE 2	-	-	-	-	0.0
OEE 3	2.2	2.3	2.3	2.3	9.1
Subtotal					165
Grand total					**275**

*Indicative allotment in the integrated budget, 2014-2017. The abbreviation OEE stands for "operational effectiveness and efficiency".

Table 2. Allocation for global and regional interventions, 2014-2017, by region in the strategic plan, 2014-2017*

Regions	2014	2015	2016	2017	Total (millions of dollars)
APRO	**8.7**	**8.7**	**8.7**	**8.7**	**34.7**
ASRO	5.8	5.8	5.8	5.8	23.3
EECARO	**7.5**	**7.5**	**7.5**	**7.5**	**30.1**
ESARO	5.8	5.8	5.8	5.8	23.1
LACRO	**6.6**	**6.6**	**6.6**	**6.6**	**26.4**
WCARO	6.8	6.8	6.8	6.8	27.4
Total					**165.0**

*Maximum indicative ceilings; approved ceiling may vary slightly. The following abbreviations are used in the table above: (a) APRO – Asia and the Pacific Regional Office; (b) ASRO – Arab States Regional Office; (c) EECARO – Eastern Europe and Central Asia Regional Office; (d) ESARO – East and Southern Africa Regional Office; (e) LACRO – Latin America and the Caribbean Regional Office; and (f) WCARO – West and Central Africa Regional Office.

38. In the budget for the global and regional interventions, funding for specific "organizational effectiveness and efficiency" interventions is limited to the minimum business requirements, in line with the provisions in the UNFPA integrated budget, 2014-2017. This funding primarily aligns to global-level human resources that are responsible for programmatic activities that do not tie directly to any of the four development results outcomes.[9] This includes some global advocacy functions and resource mobilization functions, especially those undertaken through the UNFPA liaison offices.

39. In accordance with Executive Board decision 2013/31, UNFPA is on schedule to finalize a unified funding architecture by the end of 2017. Considering the complexity involved in transitioning costs within the overall funding architecture, and given the need to avoid disruptions that would be detrimental for field operations, UNFPA is pursuing a phased approach to achieving this goal. The midterm review of the strategic plan, 2014-2017, will offer an opportunity to make further progress, while UNFPA expects to complete the overall process in the next budget cycle.

F. Results and resources linkage

40. Since the entire purpose of the global and regional interventions is to support delivery of the UNFPA strategic plan, 2014-2017, the priorities of these interventions are aligned to the organization's strategic focus.

[9] UNFPA integrated budget estimates, 2014-2017, (DP/FPA/2013/14), paragraph 63.

Strategic focus and links to the integrated results framework

41. All interventions contribute to outcomes and outputs in the integrated results framework and are consistent with the "theories of change".[10] All outputs in the results and resource framework of the global and regional interventions were derived from their action plans. Where the outputs in the integrated results framework of the strategic plan, 2014-2017, adequately reflect the results of the global and regional interventions, and are consistent with the strategic plan integrated results framework and the theory of change, they have been included. In fact, the introduction of additional, more granular indicators reinforces the robustness of the results chain, by giving further details on how the contribution will occur, without compromising compliance with the direction set by the outcomes of the quadrennial comprehensive policy review of operational activities for development of the United Nations system (General Assembly resolution 67/226). UNFPA has broken down costs for outputs, which also strengthens the linkages between fiscal efforts being made in each area and the expected level of delivery.

42. As is the case for outputs of global and regional interventions, all their indicators, including baselines and targets in the results and resources framework, come from the action plans of the global and regional interventions, which have their own (more detailed) results and resources frameworks – tailored to specific global and regional needs and capacities. UNFPA has selectively chosen the indicators in the overall results and resources framework of the global and regional interventions (see addendum), since it would not be possible to include them all in a summary document. UNFPA prioritized indicators of the integrated results framework in this selection, when they were indeed used in the action plans. However, as with outputs, some global and region-specific indicators have been included to complement the integrated results framework indicators and in order to reflect the specific contribution of the global and regional interventions.

43. While not included in the results and resources framework, intervention areas are mentioned in this narrative. These areas are groupings of activities projected to achieve a certain result (output), and are introduced to better explain how the theories of change are implemented. In some cases, they detail the modes of engagement (programmatic strategies) stipulated by the new strategic plan, 2014-2017, including a new business model and theories of change, such as "advocacy and policy dialogue/advice, knowledge management, capacity development, and service delivery". In other cases, they constitute cross-cutting modes of engagement, such as "partnerships and quality assurance". While UNFPA has broken down costs for these intervention areas (within outputs) in the individual action plans, it is not reflected in the strategic framework for the UNFPA global and regional interventions, 2014-2017.

Global interventions and outcomes

44. The global (and regional) interventions are focused on delivering the strategic plan outcomes, and strongly centred on: (a) achieving the integrated results framework outcomes, particularly outcomes 1 and 4 on sexual and reproductive health and

[10] See annex 1 (integrated results framework) and annex 2 (outcome theories of change) of the strategic plan, 2014-2017, at UNFPA new strategic direction.

reproductive rights; and (b) strengthening national capacities and the international development agenda through evidence-based population dynamics and linkages to sustainable development.[11] Global interventions will involve global advocacy/technical assistance aimed at integrating these issues in the development agendas at different levels.

45. The ICPD-beyond-2014 review, for example, has revealed that progress towards the highest attainable standard of sexual and reproductive health is both unequal and fragmented, and that, since 1994, new challenges have emerged. This calls for UNFPA to lead promotion of ICPD issues in the context of a contemporary global development agenda. Manifesting such leadership, as part of the global and regional interventions, UNFPA will support the development, adaptation and dissemination of global guidance, standards and tools for goals such as integrated sexual and reproductive health services.

46. Another major area with respect to outcome 1 pertains to humanitarian programming. At global (and regional) levels, interventions include advocacy, policy engagement, capacity development, technical support and quality assurance to address sexual and reproductive health needs of women, adolescents and youth, including services for survivors of sexual violence in crises. The UNFPA humanitarian strategy identified "disaster preparedness" as one of the key priorities in mainstreaming humanitarian response in programming. Accordingly, as part of its global engagement, UNFPA will provide support to countries in formulating disaster contingency and preparedness plans.

47. Almost on par with its investment under outcome 1 is the UNFPA investment in global (and regional) interventions in support of outcome 4. These interventions are designed to strengthen national development policies and the international development agenda by integrating in them an evidence-based analysis of population dynamics and by strengthening associated linkages to sustainable development, including measures to advance sexual and reproductive health and reproductive rights, HIV-reduction and gender equality. Interventions under outcome 4 also include the provision of technical assistance and knowledge management as part of efforts to integrate urbanization, environment/climate change vulnerability, ageing and migration issues in development programming.

48. Taken together, outcome 4 interventions work to safeguard ICPD issues in the post-2015 development framework and their implementation, and do so as well for outcomes of other relevant intergovernmental and inter-agency processes. Such interventions, which include mobilization of civil society and parliamentarian support, underscore the nurturing of a global (and regional) environment that is sympathetic to the ICPD agenda, highlighting how this agenda makes a tangible difference in the lives of people around the world.

49. Global interventions prioritizing adolescents and youth in national policies and programmes (outcome 2) and advancing gender equality, women's and girls'

[11] See above, table 1 (allocation for the global and regional interventions, 2014-2017, by outcomes and operational effectiveness and efficiency outputs in the strategic plan, 2014-2017) and addendum DP/FPA/2014/8/Add.1 (results and resources framework for UNFPA global interventions, 2014-2017).

empowerment and reproductive rights, including combating gender-based violence (outcome 3), will consist primarily of capacity development and global advocacy. For example, this work will include conducting adolescent and youth-related data analysis, establishing participatory platforms for young people, and promoting advocacy within multisectoral policies. It also involves the development and implementation of joint programmes with other United Nations organizations on women's and young people's human rights, focusing on sexual and reproductive health and on access to essential services and information, including services specifically designed to address gender-based violence.

50. Global interventions, 2014-2017, continue to include costs in support of investments in "programme effectiveness" by improving quality assurance, monitoring and evaluation (operational effectiveness and efficiency output 1) and by increasing adaptability through innovation, partnership and communication (operational effectiveness and efficiency output 3). The focus in these instances is on: (a) promotion of system-wide-coherence; (b) programme-oriented partnerships with a variety of organizations; (c) strengthening advocacy with respect to the ICPD Programme of Action and implementation of the ICPD-beyond-2014 framework; and (d) implementing associated media and communication strategies. These are vital interventions for the profile of the organization and critical to keeping the ICPD high on the development agenda, building on both traditional and more innovative modes of communication aimed at a broad range of constituencies. Gradually transitioning these interventions out of operational effectiveness and efficiency is essential for the smooth implementation of the new strategic plan, 2014-2017.

51. Following the principle of selectivity, UNFPA will enhance output 1 on programme effectiveness primarily by improving quality assurance, monitoring and evaluation. The dominant mode of engagement will be through the development of tools, databases, systems and operational guidelines.

Regional interventions and outcomes

52. The major focus of the regional interventions is on achieving outcome 1 as a key component of the overall UNFPA strategic focus on integrated sexual and reproductive health services. This priority reflects the needs of the country programmes, for which regional engagement is the first line of additional assistance.

53. This strong emphasis on integrated services, especially for women and adolescents, is common to all regions – from Africa to Latin America and the Caribbean. Reflecting a general trend (see output 1 of outcome 1 in the addendum to this document, DP/FPA/2014/8/Add.1), major regional interventions in Africa will involve building national capacity to improve service delivery. Interventions, both in East and Southern Africa and in West and Central Africa, will support such initiatives as the Campaign on Accelerated Reduction of Maternal, Newborn and Child Mortality in Africa. These interventions also include engaging with the Economic Community of West African States, the Economic Community of Central African States and the United Nations H4+ partnership.

54. UNFPA will also prioritize achieving outcome 1 will in Latin America and the Caribbean, a region with specific characteristics that is on track to meet most of the Millennium Development Goals, including health-related goals. However, the overall status of the region and its national averages mask deeply rooted inequities, including high maternal mortality for some groups. Interventions in this region will focus on the reduction of inequalities and poverty reduction more broadly by supporting strategies that ensure universal access to sexual and reproductive health, including maternal health and family planning. These interventions will especially target underserved populations, such as women, adolescents and young people, migrants, indigenous and afro-descendant populations, and sex workers.

55. Given the significant demographic changes underway throughout the world, the organization's second largest investment through its regional interventions relates to evidence-based analysis of population dynamics (outcome 4). UNFPA will give priority to: (a) increasing the availability of cutting-edge, in-depth analyses; (b) strengthening capacity for the formulation and implementation of rights-based policies; and (c) providing tools and guidance to incorporate ICPD issues into national, regional and global development planning processes, including the post-2015 agenda and its implementation.

56. One of the key tenets of the new strategic plan, 2014-2017, is that the United Nations system, including UNFPA, shift away from "delivering things" to "delivering thinking". The global and regional interventions, both at the global and regional levels, aim to move UNFPA further upstream to focus on advocacy and policy dialogue/advice rather than service delivery. However, the organization can modify this approach in order to contextualize its regional interventions to better address the specific needs of the people.

57. According to the new business model, regions with the highest needs and the lowest capacity to finance development interventions will receive the full spectrum of UNFPA interventions, including: (a) service delivery support; (b) capacity development; (c) knowledge management; and (d) advocacy and policy dialogue/advice. Regional interventions in other parts of the world will be more selective. For example, regional support in Eastern Europe and Central Asia and in Latin America and the Caribbean will move toward a comprehensive approach to knowledge management, marking a gradual transition from provision-of-knowledge to knowledge-brokering. Establishing regional mechanisms for knowledge transfer between country offices, regional institutions and national partners will be central to interventions in these two regions. Other important regional interventions will include innovative strategies to bring on board not only governments, but also foundations and the private sector, in the attainment of ICPD objectives and in order to facilitate South-South and triangular cooperation.

58. Strengthening the humanitarian response is central to interventions in regions prone to natural disasters (such as Asia and the Pacific) and those experiencing vulnerability and humanitarian crises as a result of insecurity and conflict, environmental fragility and/or weaker governance. In these instances, UNFPA will focus on increasing national capacity to provide sexual and reproductive health services in humanitarian settings, and on strengthening national and regional institutions' capacity to produce, disseminate and

use data and other evidence in these settings to enhance effectiveness and to help address gender-based violence. UNFPA engagement at the regional level will include developing guidelines for the minimum initial service package, and standard operating and fast-track procedures, as well as effective communication in emergencies and for advocacy purposes.

59. Regional leadership is vital to UNFPA success in outcome 2, which prioritizes adolescents in national development policies and programmes. While all regions will implement this outcome, three regions (Arab States, Eastern Europe and Central Asia, and West and Central Africa) will invest more. For example, in light of the Arab Spring, UNFPA will partner with the Arab Youth Coalition to help promote an environment that is supportive of adolescents and youth. UNFPA will also strengthen its cooperation with the Youth Peer Education Network in Eastern Europe and Central Asia. The urgent need to support African countries in translating the "youth bulge" into a "demographic dividend" is driving regional interventions such as advocacy for the acceleration of implementation of the Africa Youth Decade, 2009-2018 Plan of Action. Overall, UNFPA will prioritize advocacy for adolescents and youth issues, as well as support for national capacity to implement comprehensive sexuality education, reach marginalized adolescent girls, and address child marriage and adolescent pregnancy.

60. While interventions in all regions promote gender equality and related issues, (outcome 3), UNFPA is giving it relatively greater weight in the Arab States region. Engagement in this region will involve cooperation, for example, with the Forum of Arab Parliamentarians on Population and Development, Arab Women's Coalition, Arab Youth Coalition, communication and media networks, and national councils for women and other advocacy groups. UNFPA will give prominence to strengthening the engagement of civil society on gender equality and women's empowerment, and to addressing gender-based violence.

G. Monitoring, reporting and evaluation

61. Contrary to country programmes (where national execution is the preferred implementation arrangement), UNFPA will directly implement most of its global and regional interventions. Similar to country programmes, where global and regional interventions use implementing partners, UNFPA will carefully select implementing partners on the basis of established criteria, including their proven ability to deliver high-quality programmes. UNFPA will continuously monitor the performance of its partners in global and regional interventions and periodically adjust implementation arrangements, as necessary.

Monitoring and reporting

62. Building on lessons learned from the implementation and monitoring of the global and regional programme, 2008-2013, UNFPA has strengthened its feedback system under the global and regional interventions, 2014-2017. Each business unit, making use of multi-year workplans, is obliged to submit to the Executive Committee, semi-annually, a dedicated progress report demonstrating how their action plans are progressing and highlighting emerging issues. This closer monitoring will enable the Executive

Committee to meet its responsibility to ensure that corrective actions are taken and implemented effectively.

63. In the same vein, management will provide progress reports on the global and regional interventions to the Executive Board, as part of the annual report of the Executive Director, based on the present strategic framework of the global and regional interventions and its results and resources framework (see addendum). Unlike reporting under the global and regional programme, the monitoring and reporting system under the UNFPA strategic plan, 2014-2017, includes a dedicated section covering global and regional dimensions. UNFPA will publicize results in a section of the annual report of the Executive Director to the Executive Board dedicated to global and regional interventions. This approach will enable the mainstreaming of progress and results of global and regional interventions into the organization-wide system of monitoring and reporting, thereby avoiding fragmentation and unnecessary transaction costs.

64. A midterm review of the global and regional interventions will be part of the overall midterm review of the UNFPA strategic plan, 2014-2017. In addition, the organization will present quarterly updates to the Executive Committee that will serve as an early alert and response system to ensure that UNFPA identifies and addresses emerging implementation issues.

Tracking expenditure and adjusting funding

65. While resources for the global and regional interventions have been allocated initially across the whole strategic plan period, each UNFPA implementing unit will prepare annual workplans that comply with annual resource ceilings set by the Executive Committee, upon review of the expected income. Expenditure for the global and regional interventions will be tracked through the UNFPA enterprise resource planning system, Atlas. Organization-wide budgetary controls will cover the global and regional interventions and prevent overspending against approved ceilings. Throughout the strategic plan period, allocations for the global and regional interventions may be adjusted so that they are commensurate with the overall income levels, just as austerity measures may be taken, if necessary. The Audit Monitoring Committee will monitor audit issues that arose under the global and regional programme, and, in its reporting to the Executive Director, will examine audit issues for all UNFPA programmes.

66. The Programme Review Committee and the Executive Committee will monitor and take decisions about adjustments to, and reallocation of, funds for the global and regional interventions between regions or headquarters units under contingencies such as a humanitarian surge or new Executive Board mandates. A more thorough financial review, with possible adjustments in funding to optimize the use of resources, will be conducted during the midterm review of the global and regional interventions. The Executive Director will ultimately be responsible and accountable for the effective and transparent allocation, adjustment and application of resources for the global and regional interventions within the Executive Board-approved parameters, under guidance and oversight from the Board.

Evaluation

67. UNFPA recently elevated the organization's evaluation function by establishing an independent Evaluation Office that reports directly to the Executive Board. The organization also introduced a new evaluation policy (DP/FPA/2013/5), approved by the Executive Board in its decision 2013/21 in June 2013. Evaluation of the global and regional interventions will be considered alongside the evaluation of other programmatic interventions. Building on the outcome of the strategic plan midterm review scheduled for 2015, UNFPA proposes undertaking an evaluation of the global and regional interventions in the penultimate year of its cycle, 2016. The independent Evaluation Office would commission the evaluation, subject to Board approval of the biennial budgeted evaluation plan for 2016-2017. UNFPA proposes that this evaluation focus on determining the extent to which: (a) the purpose of the global and regional interventions was achieved; (b) the midterm review recommendations were used to inform implementation; and (c) the objectives and action plans were effectively and efficiently implemented to increase UNFPA interventions' value for money. The evaluation findings will inform the review of the global and regional interventions and the subsequent strategic plan funding arrangements.

III. Elements of a decision

68. **The Executive Board may wish to:**

(a) Approve the strategic framework for UNFPA global and regional interventions, 2014-2017, as outlined in the present document (DP/FPA/2014/8);

(b) Endorse: (a) the results and resources framework for UNFPA global interventions, 2014-2017; and (b) the results and resources framework for UNFPA regional interventions, 2014-2017, contained in the addendum to the present document (DP/FPA/2014/8/Add.1).